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# PREFERRED OPTION REPORT TO DISTRICT PLAN COMMITTEE

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**DATE:** 10 October 2018

**TOPIC NAME:** Tourism, Porters Ski Area and EDAs (Existing Development Areas)

**SCOPE DESCRIPTION:** Preferred Option Report for Tourism, Porters Ski Area and EDAs

**TOPIC LEAD:** Ben Baird

**PREPARED BY:** Ben Baird

## EXECUTIVE SUMMARY

<i>Issue(s)</i>	<ol style="list-style-type: none"><li><i>1. The issues for Tourism is the lack of definitions and policies supporting tourism activities</i></li><li><i>2. The issues for Porters Ski Area is the integration within a new chapter format</i></li><li><i>3. The issue for EDAs is the appropriate zoning for each EDA.</i></li></ol>
<i>Preferred Option</i>	<ol style="list-style-type: none"><li><i>1. That Tourism is integrated through zone chapters and the introduction of policies and definitions, where necessary, to support tourism.</i></li><li><i>2. That Porters Ski Area is consolidated into a special purpose zone.</i></li><li><i>3. That EDAs are zoned rural with Terrace Downs and Grasmere zoned special purpose.</i></li></ol>
<i>Recommendation to DPC</i>	<i>That the preferred option for Tourism, Porters Ski Area and EDAs is endorsed for further development (targeted stakeholder engagement, Section 32 and Drafting Phase).</i>
<i>DPC Decision</i>	<i>That the Committee endorses the Preferred Options for 'Tourism, Porters Ski Area and EDAs' for further development and engagement.</i>



## 1.0 Introduction

There are three Baseline Reports prepared for this omnibus topic - Tourism, Porters Ski Area and Existing Development Areas (EDAs). The baseline reports sought to better understand the issues in relation to Tourism, Porters Ski Area, and EDAs within Selwyn District and the effectiveness of the current Operative Selwyn District Plan (the Operative District Plan) provisions. The key deliverable of this report is broad policy and rule options to incorporate tourism, and manage Porters Ski Area and the EDAs in Selwyn District. The baseline reports are attached as **Appendix 1, 2, and 3**.

The purpose of this Preferred Option Report is to provide a summary of the baseline reports, and to identify issues and options for addressing the management of Tourism, Porters Ski Area, and EDAs within Selwyn District.

A preferred option has been identified and is outlined. If endorsed by Council, this preferred option will form the basis of further engagement with targeted stakeholders as part of the District Plan Review project.

## 2.0 Summary of Issues

### 2.1 Tourism

The following is a summary of the issues identified in the Tourism baseline report (Appendix 1):

1. There is inconsistency with definitions relating to accommodation and tourism-related activities across the District Plan, which can lead to confusion;
2. There is no definition differentiating types of visitor accommodation, such as bed and breakfast and short-term rentals; and
3. There is a lack of an explicit policy or policies recognising and supporting tourism-related activities.

### 2.2 Porters Ski and Recreation Area

The following is a summary of the issues identified in the Porters Ski and Recreation baseline report (Appendix 2):

1. The consolidation of the recent plan change work into a new plan format;
2. There is a low earthworks threshold that is triggered for all improvements in the area and this can delay or frustrate small development in the area.

### 2.3 EDAs

The following is the key issue identified in the EDA baseline report (Appendix 3):

1. The appropriate zoning for each EDA.

## 3.0 Statement of Operative District Plan approach

### 3.1 Tourism

The operative District Plan enables economic opportunities within the district while protecting and enhancing the land. This objective encompasses tourism but does not explicitly mention it nor promote tourism activities beyond general economic opportunities. Tourism is not defined within the plan but there are several tourism-related activities/definitions within the plan, with some differing across the Township and Rural volumes. The types of activities relate to visitor accommodation, commercial activities, and passive and active tourism either for commercial gain or not.

### 3.2 Porters Ski and Recreation Area

The Porters Ski and Recreation Area was a recent inclusion in the operative District Plan and underwent extensive research and as such the current provisions are comprehensive. In addition, no major development utilising these provisions has begun. These provisions are based around a development plan outlining where major buildings can occur, and generally development requires consent (from controlled to non-complying) due to the special nature of the area. The effectiveness of these provisions have not been tested, and therefore no significant change is expected.

### 3.3 EDAs

EDAs are currently individually zoned pockets across the district brought through from previous plan changes and were needed to recognise their distinct nature compared to the surrounding environment. The operative standards relate to subdivision and site size, this allows smaller sites to be subdivided and developed, and once developed the provisions are that of the rural area. There are 13 EDAs in the district and for the purpose of understanding their characteristics, they are separated into three distinct groups. There are: EDAs focused around a Tourism activity – Grasmere, Terrace Downs, and Rocklands; EDAs that have fully developed – Bealey Spur, Devine Acres, Kingcraft Drive, Jowers Road, Johnsons Road, Raven Drive, Railway Corner, and Edendale; EDAs that have not developed – Greendale, and Yorktown.

## 4.0 Summary of relevant statutory and/or policy context

These are the particularly relevant matters to the statutory and policy context for tourism, Porters Ski Area, and EDAs in Selwyn District, specifically the Selwyn 2031, Canterbury Regional Policy Statement 2013, and the Mahaanui Iwi Management Plan 2013.

### 4.1 Selwyn 2031

Selwyn 2031 identifies the need for the District to create destinations and iconic events which will encourage people to visit, stay and contribute to the local economy. Its vision is “to grow and consolidate Selwyn District as one of the most loveable, attractive, and prosperous places in New Zealand for residents, businesses and visitors”. Tourism has not played as much of a significant role as anticipated in the 2005 Economic Development Strategy. This is particularly relevant for tourism and Porters Ski Area.

## 4.2 Canterbury Regional Policy Statement 2013

Chapter 5 Land-Use and Infrastructure is considered to be the most relevant section of the RPS. The provisions within Chapter 5 seeks to enable people and communities to provide for their economic well-being in a consolidated and sustainable way, which also maintains, and where appropriate enhances, the overall quality of the natural environment, and encourages sustainable economic development by enabling business activities in appropriate locations (5.2.1). The policies (5.3.3) seek to ensure high-quality developments through promoting a diversity of residential, employment and recreational choices while the quality of the environment is maintained, or appropriately enhanced.

EDAs are outside the urban boundary identified on Map A of Chapter 6, meaning they are rurally zoned. They were also not identified within the rural residential strategy. This leaves them inconsistent with the Regional Policy Statement.

## 4.3 Mahaanui Iwi Management Plan 2013

The Mahaanui Iwi Management Plan 2013 seeks to retain cultural amenity values and protection of wāhi tapu and wāhi taonga values from inappropriate subdivision and use (WK9). These sites can be important tourist destinations and as such, suitable management is required. Generally, the Ngā Paetae (objectives) of the Papatūānuku chapter are relevant, notably (7) - Subdivision and development activities implement low impact, innovative and sustainable solutions to water, stormwater, waste and energy issues, and (8) - Ngāi Tahu cultural heritage values, including wāhi tapu and other sites of significance, are protected from damage, modification or destruction as a result of land use.

# 5.0 Summary of Options to address Issues

The following are the options to assess Tourism, Porters Ski Area and EDAs.

## 5.1 Tourism

### 5.1.1 Option 1 – Status Quo

Under this option, no specific tourism-focused activities or definitions are added, nor are clear visitor accommodation definitions, and there are no explicit policies in place to support tourism. Therefore, a rollover of the current provisions would continue the issues identified in Section 2 of this report, and is therefore considered ineffective. There would be a significant lost opportunity to improve the efficiency and effectiveness of tourism activities in the District if the existing provisions were rolled over. However, this would be the most cost and time efficient option in the short-term for the Council, but rolling over the existing provisions will result in potential confusion regarding the status of activities and lack of support for tourism activities.

### 5.1.2 Option 2 – Update Plan to provide clear tourism direction

Under this option, consistent distinct definitions relating to accommodation are investigated and there is policy support through the zone chapters that supports tourism activities and their positive benefits. Further investigation into whether tourism-focused definitions are needed or whether proposed activities (when developed) are sufficient. The principal risk with this option is creating effective provisions without making it overly complicated. This option will incur some time and cost to Council in preparation of an

updated set of provisions and ensuring they are integrated with other plan provisions. Providing consistent distinct definitions make the plan more user friendly and can avoid unnecessary consenting costs.

***Stakeholder and Community Interests:***

Major tourist activity providers and associated organisations.

***Recommendation:***

Proceed with Option 2.

## 5.2 Porters Ski and Recreation Area

### 5.2.1 Option 1 – Status Quo

This option essentially takes the current framework as it is and places it into the Proposed District Plan as a ‘precinct’ (as defined by the Planning Standards) within the rural area. A precinct is where additional provisions apply that modify the policy approach of the underlying zone. For Porters Ski and Recreation Area, the adjacent and potential underlying zone, is Rural. The provisions are incongruous with the rural zone and so the use of a precinct is not the most effective option. Further, a rollover of the current provisions would continue the issues identified in Section 2 of this report, and is therefore considered ineffective. There will also be a lost opportunity to improve the efficiency and effectiveness of management of Porters Ski and Recreation Area if the existing provisions were rolled over.

### 5.2.2 Option 2 – Minor Variation as a Special Purpose zone

The option takes the current framework and makes it as a Special Purpose zone (as defined by the Planning Standards). This identifies the unique nature of the Porters Ski and Recreation Area and provides a framework to recognise this. Updating the provisions to fit with the planning standards will make the plan more user friendly and can help avoid unnecessary consenting costs. The principal risk with this option is creating effective provisions without making it overly complicated, while avoiding re-litigating the recent plan change. Through this process the key issues of activity definition can be resolved including:

- Consolidation of objectives and policies;
- Define critical activities;
- Investigate adjusting the earthworks threshold; and
- Convert the chapter into the planning standards template

***Stakeholder and Community Interests:***

Porters Ski Area.

***Recommendation:***

Proceed with Option 2.

## 5.3 EDAs

There are three broad potential approaches to managing EDAs. First, grouping all EDAs together within a Special Purpose zone; second, to remove all zoning and rely on surrounding zoning; lastly, to provide a special purpose zoning for bespoke activities where needed, otherwise relying on the underlying zone with specific controls for density.

### 5.3.1 Option 1 – Status Quo

Under this option, the existing zones will be continued as Special Purpose zones, with the associated subdivision and site sizes and/or development plans. A rollover of the current provisions would continue the issues identified in Section 2 of this report, and is therefore considered ineffective. There would be a significant lost opportunity to improve the efficiency and effectiveness of management of EDAs in the District if the existing provisions were rolled over. There is a risk that this may provide scope for new or expanding EDAs.

### 5.3.2 Option 2 – Re-zone to Rural

Under this option, the existing zones will become part of the rural zone, with the tourism-focused EDAs (Terrace Downs and Grasmere) becoming Special Purpose. This approach is consistent with the Canterbury Regional Policy Statement and is aligned with other similar development in the district created through a resource consent process. This approach also matches current plan provisions, where the EDA standards only relating to subdivision. The risk for this option is that existing EDA landowners will need to continue to rely on existing use rights for any future additions, replacement or alterations to existing dwellings.

EDA	Preferred Approach
<b>Tourism EDAs</b>	
Terrace Downs	Special Purpose Zone
Grasmere	Special Purpose Zone if commercial activities are not permitted in rural zone
Rocklands	Rural Zone unless 'eco-village' standards are still relevant
<b>Developed EDAs</b>	
Bealey Spur	Rural Zone unless Alpine Village provisions are applicable
Devine Acres	Rural Zone
Kingcraft Drive	Rural Zone
Jowers Road	Rural Zone
Johnsons Road	Rural Zone
Raven Drive,	Rural Zone
Railway Corner	Rural Zone
Edendale	Rural Zone
<b>Undeveloped EDAs</b>	
Greendale	Rural Zone
Yorktown	Rural Zone

### 5.3.3 Option 3 – Re-zone to Rural with an overlay

Under this option, the existing zones will become part of the rural zone but with an overlay providing for site specific standards relating to additions, replacement or alterations to existing residential dwellings, with the tourism-focused EDAs becoming Special Purpose. This approach expands on the current provisions and provides additional clarity for minor changes to the existing residential dwellings. However, this is not necessarily required. The principal risk with this option is that an overlay may result in an unnecessarily complex District Plan and inconsistent with the higher order documents.

#### ***Stakeholder and Community Interests:***

EDA Landowners.

#### ***Recommendation:***

Proceed with Option 2.

## 6.0 Preferred Option for further engagement

The Project Team recommends that:

Tourism – Option 2 (5.1.2) is recommended to be the preferred option for further development. This will look to provide policy and definition support for tourism-related activities, where appropriate.

Porters Ski and Recreation Area – Option 2 (5.2.2) is recommended to be the preferred option for further development. This maintains the current framework but is re-shaped to comply with the Planning Standards. Some minor changes will be required but not the substance of the existing rules.

EDAs – Option 2 (5.3.2) is recommended to be the preferred option for further development. This identifies Terrace Downs and Grasmere as a special purpose zone recognising their unique characteristics, while the remaining EDAs are zoned rural, recognising that most have developed and the provisions are no longer needed. For the two undeveloped EDAs (Yorktown and Greendale), this would mean additional subdivision could not happen.

Appendix 1 – Tourism Baseline Report

Appendix 2 – Porters Ski Area Baseline Report

Appendix 3 – EDA Baseline Report